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**MOHINDER SINGH**

# **DOCUMENTATION**

**IN**

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## ABSTRACTS

Chapman, R.J.K. The machinery of government; a field for public enquiries and scholarly research. *New Zealand Journal of Public Administration* (Wellington), Sept. 1972, p. 17-33.

There can be no stability in societal and institutional relationships on which any sort of finality can be based. The term 'machinery of government' is used as a convenient shorthand to describe the distribution of functions between the several instruments of government. Recently, on machinery of government, a number of books and articles have appeared. The purpose of this paper is to suggest the need for impetus to research of a different kind with the help of some new tools for analysis. The phrase 'machinery of government' itself indicates the notion of a mechanistic whole wherein the parts are placed. Presumably so long as they are placed correctly in relation to one another (a matter for research) the machine will perform satisfactorily.

In the study of the factors influencing the structure, flexibility is needed. Commissions operate in a political environment and so do little to increase the objective knowledge in the area. Knowledge of the administrator operating in a government department as a human being provides a different source of material from which to consider the machinery of government. Policy making process and comparative study of administration are the areas for useful research. More empirical studies and clarification of terminology and definitions are needed.

Cook, Thomas J. and Scioli, Frank P., Jr. A research strategy for analyzing the impacts of public policy. *Administrative Science Quarterly* (Ithaca, New York), Sept. 1972, p. 328-39.

Achievement of desired objectives is the basic question in policy impact analysis. This paper focuses on the development of a comparative research strategy applicable to a wide range of policy types and illustrates the application of this research strategy with a specific policy area—air pollution control. The justification for the shift from outputs to impacts is based on three main requisites of policy evaluation procedures: performance, adequacy of performance, and efficiency. A research strategy for measuring policy impacts based upon the principles of experimental design methodology is presented. The application of general research strategy



is contingent upon satisfaction of the following measurement and data-gathering requirements: (1) program objectives, (2) program environment, (3) program activity, (4) program events and (5) program impacts. The strategy is illustrated through the application of a multivariate factorial design to the area of air pollution control. The overall approach is discussed in terms of its general utility for policy impact analysis.

**DeBalogh, Frank G. Public administrators and "the privacy thing" : a time to speak out. Public Administration Review (Washington), Sep.-Oct. 1972, p. 526-30.**

Those who "administer" government move into action only when the pressure becomes undeniable. It is imperative that public administrators should calculate the pace of change and technology and hence plan for future developments. One of such problems is the dangers posed to the constitutional rights to individual privacy by the proliferation of computer data banks at every level of government. The computerized personal information is instantly available to members of governmental bureaucracies and can endanger the individual privacy rights. Many governmental administrators have shown an unfortunate lack of foresight on this subject. Future developments in the data processing industry will vastly accentuate the problem unless the issue is addressed *now*. Fantastic growth in the information processing industry is predicted.

Integrated information systems will bind federal-state-local systems tightly together and make for multi-level integrated decision making. The benefits of this phenomenon in terms of efficiency, responsiveness to need, and cost savings are undeniable. These developments threaten the individual right to privacy which is described by Edward Shils as "social space". Public administrators must insist on employing only highly qualified, reputable people to staff their systems. Professionalization in this field is possible, and professional standards to prevent invasions of privacy can be laid down. Legal ramifications in the public use of private information are discussed. Public administrators must realise that an individual's right to access and challenge computerized information will not hinder or compromise governmental operations.

**Dobbs, Thomas and Foster, Phillips. Incentives to invest in new agricultural inputs in north India. Economic Development and Cultural Change (Chicago), Oct. 1972, p. 101-17.**

The introduction of new seed varieties, along with the increased availability of fertilizers and irrigation tube wells, has greatly enhanced the

production potential of Asian agriculture. The purpose of this study is to assess incentives for farm decision makers to invest in yield-increasing agricultural inputs for foodgrain production in north India. The fieldwork for this study was carried out in Karchana Tehsil, Uttar Pradesh in 1967-68. Partial budgets were constructed for a number of input packages, from which internal rates of return and discounted present values of investments were computed. Findings concerning potential investment constraints are presented. The constraints are: size and fragmentation of holdings; tenure and tenancy institutions; risk and uncertainty; and availability of purchased inputs. It is suggested that land consolidation should be carried out and workable organizational structures for cooperative investments in tubewells should be developed.

**Dooney, Sean.** Looking at the civil service. Administration (Dublin), Autumn 1972, p. 59-86.

The recommendations of various Committees and Commissions set up in U. K. are briefly discussed. One of the earliest committees to examine the operations of the civil service was that set up in 1836 to enquire into the fees and emoluments of public offices. Northcote Trevelyan Report in 1954 recommended recruitment by competitive examinations. This was implemented by order in Council in 1870. Suggestions for improvement mentioned in Northcote Trevelyan Report, contemporary views on the report and its outcome are pointed out. Select Committee on civil service appointments, 1860, made no proposals for comprehensive reform. The creation of the first service-wide-grade was the outcome of the Playfair Commission, 1874-75. The creation in 1890 of a grade of second division was the main action on the report of the Ridley Commission, 1886-1890. Because of the war it was not possible to do anything with the recommendations of the MacDonnell Commission, 1912-1915.

Establishment Division in the Treasury was set up on recommendations of Bradbury Committee, 1918-19. The recommendations of the Reorganization Committee of National Whitley Council set up in 1919 were almost entirely adopted by the Government. Other reports dealt with are by the Tomlin Commission, 1929-31, Assheton Committee, 1944, Masterman Committee, 1848, Chorley Committee, 1949 and Priestley Commission, 1953-55. As for the report of the Fulton Committee, 1966-68, its terms of reference, the broad lines of its findings and main recommendations are presented. With the transfer of administrative services from British control, Ireland inherited in 1922 a complete apparatus of Government, both central and local. As regards the Irish Civil Service the recommendations of Brennan Commission of inquiry into the civil service, 1932-35, are briefly summarised.

**Drewry, Gavin. Reform of the legislative process : some neglected questions. Parliamentary Affairs (London), Autumn 1972, p. 286-302.**

House of Commons spends substantial time in discussing legislation. Many a times a combination of lack of departmental foresight and the deficiencies of parliamentary scrutiny have resulted in the enactment of manifestly defective legislation. Some of the underlying factors which have hitherto been neglected in discussion of reform of the legislative process are analysed in this article. The present largely undifferentiated public Bill procedure in Parliament cannot adequately accommodate the vast range of measures introduced. The lack of coherent procedural development is most apparent at the committee stage. A meaningful legislative typology is relevant to the debate on procedural reform.

The procedural factors facing Parliament in its handling of legislation can be attributed largely to two factors, "technicality" and "controversy". Controversial bills are likely to consume a disproportionate volume of parliamentary time. The dichotomy between policy and administration bills is of considerable importance since it underlines the problem of accommodating measures of wholly different kinds within an omnibus procedure. A razor-sharp distinction cannot be drawn between policy and administration bills, but one or other of the two characteristics distinctly predominates in every case. Parliamentary reform has become a tactic in political conflict. In an annex, suggested typologies of public bills are presented. The basis for parliamentary reform in this important field needs to be radically re-appraised. For this, conceptual development must proceed hand in hand with extensive empirical research.

**Endres, Richard E. Successful management of change. Personnel Administration and Public Personnel Review (Chicago), July-Aug. 1972, p. 9-15.**

The manner in which change is effected is as important as the form of the change itself. The two basic elements involved in introducing change for maximum effectiveness and efficiency are the organizational environment into which it is introduced and the manner in which it is introduced. An organization's work environment has a direct influence on the attitudes of the various members of the organization. When change is introduced in an authoritarian manner, a great deal of resistance is encountered from the employees. Everyone has certain needs, and it is through these needs that employees are motivated. It is possible to minimize the friction created by the conflict between individual needs and organizational goals. Superior results can be achieved

when there exists more trust and openness, more awareness of the needs of others, more opportunities to build self-confidence and feelings of importance, and more participation in the organizational system. Changing the work environment can be accomplished by developing an organizational development program, based on training, consulting and applied research. In managing a change, communication, leadership, and successful conflict resolution are essential ingredients.

**Hill, Larry B.** The role of pressure groups in the policy process : the New Zealand Public Service Association and the adoption of the Ombudsman. *New Zealand Journal of Public Administration* (Wellington), March 1972, p. 46-58.

Scrutiny of the activities of pressure groups is essential to untangle the contorted skein of politics. One of New Zealand's most highly visible protective pressure groups is the Public Service Association (PSA), the major government employees' union. This article is an exploration of the PSA's participation in the shaping of a particular public policy. It is a detailed assessment of PSA's failure—its opposition to the adoption of the originally Scandinavian Ombudsman. Ombudsman was included as a policy plank in the National Party's 1960 election platform. PSA's reaction to it is explained with the help of extracts from *Public Service Journal*. Most of the provisions which PSA considered objectionable were present in the Bill which the Government presented to Parliament on 29th August 1961.

The *Journal's* response to the bill was emphatically negative. The four main topics covered in the PSA's Submissions before the Statutes Revision Committee are : scope of the bill, decisions of ministers, departmental responsibility and the rights of the individual employee. PSA's all recommendations to the Statutes Revision Committee were rejected but no political manoeuvres against the objectionable provisions were attempted. PSA's exertations had almost no impact upon the process of implementing an Ombudsman. PSA's officials were not adverse to innovation and should not be characterised as diehard opponents of change.

**Hoerning, Karl H.** Development politics and social inequality : a critique. *Co-existence* (Glasgow), Nov. 1972, p. 135-46.

The object of this paper is to interrelate today's politicised development processes in the countries of the "Third World" with the changing distributional patterns of social inequality in these countries. Several characteristics of "development-inequality" dimension are discussed in the context

of the new nations of Tropical Africa. In today's "modernizing" countries the development processes are significantly different from what they were for the early "modernizers". Type, degree, and changes of social stratification are among the most important factors bearing on successful development politics. In the absence of adequate local financial resources the development of a modern industry is, to a large extent, nearly exclusively in the hands of foreign capital. There is no simple solution to the question whether and to what degree the politics of the African States "reflect" their specific social structures of power and interests.

In order to relate the governmental socio-economic policies to the national pattern of social stratification, the impact of the various policy instruments on the structure and process of the respective societal distribution systems has to be thoroughly investigated. The existence or emergence of certain types of stratification structure may generally enhance or constrain development and structural transformation. The effects of these depend on the social, political, and economic contexts at different levels of development in different developmental situations. Both national development and integration become more a problem of socio-economic distribution and stratification, than of genuine socio-territorial and ethnic-regional cleavages, although both often interact in complex ways.

**Mahan, Paul B. Unemployment insurance : a unique self-insured group plan. Personnel Journal (Swarthmore, Pennsylvania), Oct. 1972, p. 747-52.**

Unemployment insurance is a program designed to provide a weekly subsistence income to workers during temporary periods of unemployment. The determination of an ex-employee's eligibility to draw benefits in California is based on a highly complex law administered by the State's Department of Human Resources Development. The program is primarily financed through a unique tax system. The benefits are based on wages paid to the former employee during his "basic period". Now even non-profit organizations like hospitals are required to provide unemployment insurance benefits to their employees. In 1970 California Hospital Association appointed a committee to select the unemployment insurance program that would offer the most advantages. The non-profit organizations are allowed the option of either paying taxes as a regular employer or reimbursing the Unemployment Fund for the cost of unemployment insurance benefit paid to their former employees (self-insurance). The Committee came up with a self-insurance plan which was adopted by the Association. Details of the plan are presented.

Nicholson, Norman K. *Factionalism and the Indian Council of Ministers. Journal of Commonwealth Political Studies* (London), Nov. 1972, p. 179-97.

The purpose of this article is to explore the influence of factionalism on the process of recruitment to the Central Council of Ministers. The author's intention is to focus on the interaction of factional conflict with the more formalised political institutions of India's national politics. Factionalism and its extent of intrusion into the recruitment of Ministers is a matter of considerable importance for the development of national politics. This study covers those who held ministerial posts between 1952 and 1967, a total of 133. The data are presented in a number of tables, which contain figures for factional and organizational involvement. Factionalism is inhibited from influencing public policy at the national level largely because the central government has so little patronage to award that would be of interest to the factional politician. The conclusions drawn are: (1) The claims of factional loyalty appear to weaken as one moves upwards in the political system; (2) The national political arena itself provides important restrictions on the scope of factional activity; (3) The factionally uninvolved seem to provide national institutions with certain important assets.

Raj, K. N. *Mechanisation of agriculture in India and Sri Lanka (Ceylon). International Labour Review* (ILO, Geneva), Oct. 1972, p. 315-34.

In India mechanisation of agriculture has undergone a marked acceleration in recent years. The difficulties in classifying any particular agricultural technique as broadly labour-saving or land-saving are analysed. In India each form of mechanisation—diesel engines, electric pumps and tractors—is characterised by different patterns and degrees of spatial concentration. It is difficult to identify the effects of mechanisation on agricultural output and employment. The case studies indicate that the growth of agricultural output is not accompanied by any significant improvement in the incomes of wage earners. The evidence about the effects of tractorisation on agricultural production is conflicting, but the data indicate that it has not resulted in any significant displacement of wage labour. In countries such as India and Sri Lanka, where labour is abundant and poverty is widespread among the underemployed sections of the population, mechanization of agriculture can be justified in terms of developmental objectives only if the required increases in output cannot be achieved otherwise.

Spulber, Nicolas. On some issues in the theory of the 'Socialist economy'. *Kyklos* (Basel, Switzerland), Vol. 25, No. 4, 1972, p. 715-35.

A number of debates have taken place among Western economists about the possibility or impossibility of achieving efficient allocation under 'socialism'. The purpose of this paper is to present briefly the main thrusts in the debates of the West revolving around the concept of a 'Socialist economy'. The paper is divided in three parts. The first examines attempts to conceptualize the *notion* of a 'Socialist economy' and to define polar types of 'socialist organization'. The second discusses efforts to ascertain the rationale of socialist *changes* and to determine the direction of such changes. The third and last, restates briefly the key problems involved in the *transition* from one system to another.

The Soviet-type economy is a fully state administered, centrally-directed socialist economy while Yugoslav-type is a labour-controlled, market-directed one. A number of Western economists have suggested a variety of possible 'socialist typologies' in order to analytically encompass all the prevailing and historical forms under socialism. A few of such taxonomic efforts are examined. As the main economic systems, namely capitalism and socialism, evolve, they may converge and approach the same 'ideal' model. In spite of more extensive use of planning in the West and of market mechanisms in the East, the 'ideal' toward which the two systems are supposedly converging has rarely been defined in current research in comparative economics.

Stessin, Lawrence. Is there an Esperanto of management principles? *Personnel* (New York), Nov.-Dec. 1972, p. 20-28.

In this article the difference between U. S. and foreign management styles is analysed. Frederick Taylor is regarded as the father of scientific management. No one can study the managerial styles of outstanding companies in Europe or Japan without spotting look-alikes of American practices. But the differences far outnumber the similarities. American management is not a universal process that can be trimmed to the cross-currents of social, political, and ethical forces that shape business operations overseas. At the bottom of the chasm that separates the ideologies of American and foreign businessmen are their attitudes toward profits. In Europe, profits alone do not justify the managerial position. The self-interest of business is subordinated to a form of nationalism. In Japan, too, the national interest comes first. The American management technique of decentralization is completely outside the industrial value system of Europe.



To Taylor, specialization was one of the keys to a strong organizational structure. But in Europe, the fragmenting of management function into specialities would be highly uneconomic. Turnover in executive ranks is a fact of managerial life in the United States. In contrast, the hiring process in Europe and in Japan involves a mutual, long-term commitment. The main thrust of American approaches to boss-worker interaction has been toward democratization. Permissive supervision, participative management, job enlargement, and a host of other behavioral science techniques in personnel administration are common. No such classless relationship exists overseas, where the lines of status demarcation are sharply drawn. American and foreign managerial methods are destined to go their own way.

**Surrey, M. J. C. The National Plan in retrospect. Bulletin of the Oxford University Institute of Economics and Statistics (Oxford), Aug. 1972, p. 249-68.**

The National Plan with most of its projections made to 1970 was published in September 1965. This paper falls into three sections. The National Plan was not the first exercise of its kind conducted under the renaissance of interest in planning in Britain which dates from the late 1950s, and section I briefly sketches the historical and institutional background. Section II attempts to discover whether there was a consistent theory of planning, and in particular of indicative planning, underlying the British exercises, and the extent to which this theory is defensible. Finally, Section III presents some comparisons of plans and out-turns and discusses their implications.

British planning system is compared with the French model. The effectiveness of indicative planning in reducing the degree of market uncertainty is examined. It seems incontrovertible that the potential rate of growth of which the economy proved capable (in terms of output per head) not only failed to approach the levels expected by the planners in 1964, but even fell below what might reasonably have been expected in the light of earlier trends.

**Viano, Emilio and Wildeman, John. Organizational size and managerial attitudes of probation administrators. Sociology and Social Research (Los Angeles, California), July 1972, p. 480-93.**

This study first examines the relation between size and certain attitudes toward management on the part of all levels of an administrative hierarchy lumped together, and second moves into an analysis of the relation between



organizational size and these attitudes, holding constant the higher levels of hierarchical position. The data were collected during a series of Probation Management Institutes extending over a period of two years. The respondents attending the Institutes were asked to place themselves on the appropriate level out of the six levels as follows: (1) top level administrator, (2) second line administrator, (3) supervisor of supervisors, (4) supervisor, (5) Specialized staff, and (6) worker. Only the top three levels were selected for examination because they alone contain the men responsible for managerial decisions.

On the basis of the number of probation officers in each agency, the agencies were treated as small or large agencies. The findings reveal organizational size to be a significant factor linked with attitudes toward management. The power and position of the manager in a large organization is considerably more formalized than the power and position of his counterpart in the small agency. The higher levels of hierarchical position in the large agency are associated with greater freedom in the arena of managerial behaviour.

**Walters, Roy W. Job enrichment isn't easy. *Personnel Administration and Public Personnel Review* (Chicago), Sep.-Oct. 1972, p. 61-6.**

Job enrichment means the redesigning of jobs, intelligently building into them the necessary psychological nutrients. Employees do feel better and happier when given more meaningful work to perform. Introducing a job enrichment program into an organization is difficult, tricky work. It requires adoption of new attitudes about people, new styles of managing and re-examination of many current processes. It is a hard, cold, money-making approach to human utilization. Job enrichment means differentiating among workers, recognizing the better performers by giving them more responsibility and rewarding better workers. Various barriers in instituting job enrichment programs are discussed. An organization which begins a program of job enrichment and, through this, learns how to unleash the human abilities that it employs, will definitely tend to outperform competition, in so far as manpower resources are concerned.

**Wildavsky, Aaron. Why planning fails in Nepal. *Administrative Science Quarterly* (Ithaca, New York), Dec. 1972, p. 508-28.**

The first plan for 1955-1960 was a total failure. There was wide discrepancy between the targets it set out and actual performance. The year 1961 was a non-plan year devoted to the purpose of producing a better proposal. Second plan was a three year plan covering the years 1962 to

1965. Though modest in scope it was far from execution. The plan's aim of raising per capita income was unrealised. It cannot be evaluated in terms of targets because it did not have any. The third plan operative from 1965 to 1970, suffered the fate of its predecessors. The fourth plan started in 1970. Five major explanations have been offered for the failure of planning in Nepal : (1) insufficient information, (2) few and poor project proposals, (3) inability to plan the distribution of foreign aid, (4) opposition of the Finance Ministry, and (5) limited capacity to administer development.

The repeated failures of planning have led to constant search for more appropriate organizational forms. Consequently, there have been innumerable changes in organization without noticeably changing the outcome. Reform of the personnel system is the prime need. The nation lacks information, expertise and management skills. The effort to plan the nation's economic life, for years to come, cannot be done well.

**Winthrop Henry. The environmental dilemma : possible steps toward its dissolution. American Journal of Economics and Sociology (Lancaster, Pennsylvania), Oct. 1972, p. 387-96.**

Demographers have advocated population control as a measure to check the increasing degradation of our physical environment. According to a number of writers on economics and ecology, population control means either no economic growth or drastically reduced economic growth. The relationships among such variables as population optima, standards of living and planetary waste are not being given the central attention they deserve. The relationship of economic growth with these variables is analyzed in this article. Standard of living means the ability to meet human needs in four categories of food, clothing, shelter and "services and amenities". Optimum population is based upon the desirable standard of living for the entire population. The concepts of economic growth, standard of living, gross national product, optimum population, and waste are all most cogently interrelated.

We are responsible to leave posterity an environment that offers it a standard of living as good as our own. We must try to move towards a "wasteless world" in which all waste can be reconverted into input material for some branch of production. For this, unlimited amounts of energy will be needed. Efforts aimed at population control, alongside of measures aimed at the reduction of waste, more rational treatment of the environment, more imaginative use of the forces of nature, superior agrobiological techniques and research aimed at obtaining very large amounts

of cheap energy, may be more to the point. Possibilities in these directions are explored and concluded that in no sense we have reached a point of no return.

**Wood, Richard.** The place of British assistance in world development. *Journal of Administration Overseas* (London), Oct. 1972, p. 224-2.

The object of aid is to promote the economic growth of poorer countries. But economic growth is not an end in itself but a means towards the development of more just societies. Now we know how to grow more food and so the hunger and malnutrition of millions is no longer the insoluble problem. The two problems which appear more critical than the food shortage are population growth and unemployment. Industrial development is taking place in many developing countries but assistance should be concentrated on rural development schemes to discourage further movement to towns and cities. Transfer of technologies unsuited to developing countries should be avoided. Cooperation in evolving new suitable technologies will be very useful. The amount of British assistance cannot be divorced from the flow of world resources from richer to poorer countries. Britain provides aid on a bilateral government-to-government basis on some conditions which are often misunderstood.

Measurement in the development of societies is very difficult so the international effort should not be measured only by the amount of money deployed. Membership of the European Economic Community will not have any direct effect on the general conduct of British aid policies. The ultimate objective of development must be a sustained improvement in the well-being of the individual. Helped by substantial flows of aid, developing countries have already made significant advances in skills and infrastructure. But the quality of our aid flows is less important than their contribution to the quality of life and to the development of human societies. Our aid has largely concentrated on developing the resources of land, communications and water and on the basic requirements of good administration. The quality of life of many people in poorer countries has certainly been improved by the early concentration in our Aid Programme on basic infrastructure. Technical assistance also plays a large part.

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## ABSTRACTS

**Bauer, Raymond A. and Fenn. Jr. Dan H.** What is a corporate social audit ? *Harvard Business Review* (Boston), Jan.-Feb. 1973, p. 37-48.

The pressure for and talk about a formal 'social audit' have increased both within and outside companies. 'Social Audit' means a commitment to systematic assessment of and reporting on some meaningful, definable domain of company's activities that have social impact. Many purposes and programmes are currently crowding and jostling under the umbrella of the social audit. The authors have investigated and studied a number of organisations that are engaged in one or another kind of social auditing and have defined five significant difficulties imbedded in this auditing process. The difficulties are : (1) How do we decide what to audit ? (2) What are the measures ? (3) What constitutes success ? (4) Where are the data ? and (5) How accurate can we be ? A company should first focus on its programmes rather than on its social impact. The first effort to a social audit should be aimed at internal decision making. As there are no adequate performance measures of a social programme a process audit is advocated. Various steps involved in process audit are described.

**Behrman, Jere R.** Sectoral investment determination in a developing economy. *American Economic Review* (Nashville, Tennessee), Dec. 1972, p. 825-41.

This article reports on attempts to estimate sectoral real physical capital investment functions from time-series data for the developing economy of post-war Chile. The models utilized are presented in Section I. The results obtained are presented and discussed in Section II. Concluding remarks are made in Section III. Both 'putty-putty' and 'putty-clay' investment models are explored in this study. The models are estimated for six Chilean sectors for the 1945-65 period. The sectors are : agriculture, mining, manufacturing, transportation, utilities and housing. The information is presented in four tables and is examined in respect to ten general observations. The importance of real physical capital stock as one of the major factors in development is widely accepted. In various ways government policies can induce increased real physical capital investment, particularly in the key sector of manufacturing. Several important implications for the general examination of investment behaviour are pointed out.



**Brady, Rodney H. MBO goes to work in the public sector. Harvard Business Review (Boston), March-April 1973, p. 65-74.**

Management by objectives (MBO) is a familiar management tool in the private business sector. The United States Department of Health, Education, and Welfare (HEW) is now in its third year of utilizing MBO as a primary management tool. The objective of this article is to (1) explain some major differences in introducing MBO to a public, as opposed to a private sector organization; (2) briefly describe the MBO approach that has evolved at HEW and summarize the lessons learned in applying it; and (3) provide guidelines for other public and private sector organisations that may wish to adopt this management tool.

The problems unique to the public sector are: defining objectives, measuring benefits, and the operation cycle. Despite these difficulties MBO has proved to be extremely helpful in managing the affairs of HEW. Old ways are not easily changed particularly in the federal bureaucracy. Department leaders are satisfied that MBO has taken hold and is being genuinely accepted throughout the department. The lessons learned are grouped into four broad categories. They are (1) Differences in public sector approach; (2) Role of the top executive; (3) Managerial relationships; and (4) General strategy considerations.

**Chiang, James K. Chinese bureaucratic characteristics. Chinese Journal of Administration (Taipei, Taiwan), July 1972, p. 14-18.**

In this article conclusions are drawn from the empirical data collected through interviewing of more than one hundred middle and high-level administrators in the public bureaucracies. The bureaucratic system is oriented toward hierarchical conception of authority. Subordinates abhor any initiative and middle level administrators try to avoid contacts with their superiors. Achievement is not valued more than the continuance of the system of hierarchical status and authority. Sticking to rules and regulations is regarded as more valuable than accomplishment of goals. Superiors and subordinates tend to develop personal reciprocal relationships which are diffuse but not deep. The administrators collectively stress the passive 'subject role' (obedience to law and authority) over the active 'participant role' (political participation) of the citizens. The Chinese bureaucratic culture appears to be marked by the persistence of the traditional, and not by any marked tendency to break with it.

**Crisp, L. F. Politics and the Commonwealth Public Service. Public Administration (Sydney), Dec. 1972, p. 287-309.**

Politics penetrate virtually all the principal activities of a public service and evidently the activities of reasonably senior policy officers. The more

extensive, intensive and technical the roles of government become and the weaker the elected politicians and the chosen Ministers, the more considerable and far-reaching the political hand public servants play. The essentials of law relating to the political activities of Commonwealth public servants are presented. The varieties of politics are broadly classified into three groups: (1) Outside politics brought inside; (2) Inside politics (sometimes) pure and simple; (3) Politics of terms, conditions and arbitration. These groups are sub-divided in different categories and each category is examined. In everyday practice two or more of these categories merge or overlap or are 'allied' from time to time, or from issue to issue, in different strengths or proportions. All the sorts of politics, identified and discussed here, are spread over a quarter of million bureaucrats very unevenly.

**Deutsch, John J. Governments and their advisors. Canadian Public Administration (Toronto), Spring 1973, p. 25-34.**

Now-a-days governments are called upon to cope with every kind of human problem. They have to deal with issues of increasing complexity and so need highly skilled advice and information. It is difficult for the traditional public service to cope with rapid change and innovation. It is handicapped by a preoccupation with today's crisis and yesterday's failings. Governments and parliaments are using a number of devices to get the special help and information they need to carry out their mandates. Royal commissions have demonstrated flexible and innovative approaches to far-reaching problems but they are costly and transitory. In a predominantly free enterprise society economic and social councils are set up for help in achieving certain basic economic and social goals.

Western economies have avoided massive depressions and rates of economic growth have increased. With the enormous and ever growing pressures of work, the ministers' offices have grown to include executive assistants, special assistants, and persons with other titles. They are neither civil servants nor politicians. This new quasi public service has an important element of flexibility and sensitivity to change. Outside consultants are being employed more extensively and a new institution of "Think Tank" has been developed. It provides a framework and suitable environment for interdisciplinary study of complex social, political and economic problems. Western societies have accomplished rapidly rising material production but the quality of life is deteriorating and main centres of culture are in a state of crisis. These cultural changes will have significant effects on politics, on governments, and on the way governments do things.

**Dresang, Dennis L.** Entrepreneurialism and development administration. *Administrative Science Quarterly* (Ithaca, New York), March 1973, p. 76-85.

The concept of entrepreneurialism can be useful in analyzing the positive results of a public bureaucracy's efforts to promote economic development. In the public sector, the success of individual programmes and projects is frequently attributable to the efforts of highly ambitious, entrepreneurially oriented administrators. The aim of such administrators is to use the available resources aggressively and purposively. The reward is not directly monetary but takes the form of career advancement. Given the traits of bureaucracies in developing countries and the requirements of development administration, entrepreneurial behaviour by bureaucrats is not only possible, but is also necessary and desirable to maximise the utility of scarce development resources. The evidence and information gathered by the author from Zambia illustrates that entrepreneurial bureaucrats are able to act as catalysts and transform expertise, authority, and funds in the public bureaucracy into development and economic growth in the country. Within limits, entrepreneurialism can be directed towards the attainment of societal goals.

**Gladden, E. N.** Public administration and history. *International Review of Administrative Sciences* (Brussels), Vol. 38, No. 4, 1972, p. 379-84.

Among the possible general approaches to Public Administration as a subject for instruction and study, the historical one is the most promising. Government covers a wide range of activities and administration is one of them. Governments are being compelled more and more to participate in spheres formerly considered beyond the scope of public administration and so it is no longer practicable now to draw the line between government and private activities. General histories which are concerned with government, incidentally include a good deal of information about public administration. Various approaches can be used in compiling a general history of public administration. A universal history of public administration will need a team of experts, abundant time and resources. It should cover the whole span of human history.

The six broad approaches that can be applied to the study are : Direction and top Management, Function and Organization, Personnel, Techniques, Biography and Theory. These approaches are briefly discussed. The development of a history school in public administration will help to provide teacher and student alike with a better coordinated view of his subject.

**Grebenik, E. The Civil Service College : the first year. Public Administration (London), Summer 1972, p. 127-38.**

A number of constituent parts were amalgamated to form the Civil Service College in June 1970. The type of teaching and the level of instruction varied considerably between these different constituent parts. In this paper a number of general questions which faced the College in the first eighteen months of its existence are discussed. The merger of the old clerical, executive and administrative classes into a unified Administrative Group had important repercussions on training. The College is required to fulfil a number of different functions. Suitable framework of training to ensure appropriate course for specialist civil servants is under active preparation. Instruction in British government, civil service and parliamentary organization is essential for Administration Trainees. It is possible to work at a faster pace with Assistant Principals than with undergraduates. A syllabus which could be dealt with in sixteen weeks was devised and the first revised course began in October 1971.

Both types of training, job-related and career-related are desirable. The training provided in the College is only the tip of an iceberg and the bulk of training is given in departments. Civil service training should be founded on the simple and vital principles of logical and orderly thinking and should not be an imitation of what is provided in universities. Most of the academic work of the College should be done by its own academic staff. The College has recruited five Directors of Studies in Economics, Statistics, Social Policy and Administration, Public Administration and Personnel Management. They take general academic responsibility for the teaching of their subjects. The demands on the service are constantly changing and so its training organization has to adapt to new circumstances.

**Howard, John H. Question time : myth or reality ? Public Administration (Sydney), Dec. 1972, p. 363-75.**

Parliamentary questioning is perceived as one of the most important channels of communication between the political executive and public bureaucracy on the one hand, and the private members of Parliament and the community on the other. In this paper the hypothesis examined is that parliamentary questioning procedures are now ineffective and inappropriate enough to warrant a major revision of certain formal aspects of executive-legislative-community relationships. It is no longer an effective instrument for securing day-to-day responsibility and accountability in government. There is a close association between the political and informative aspects of question time. It is used to

publicise or establish a party viewpoint and limit the opportunity for further questions.

Figures in Australian context are presented to indicate the distribution of questions by party membership. Question time is viewed by majority of members as a political and predominantly a party activity. The delay in receiving answers to questions upon notice is explained. Concepts such as the anonymity and neutrality of the Public Service are less relevant now that Government functions and activity have become increasingly specialised and expert. Parliamentary questioning has limited effectiveness and appropriateness, in achieving the objectives of supervision, criticism and control over executive activity.

**Iglesias, Gabriel U.** British administrative decision-making: consensual administration and role of promoters in sustaining the decision process. *Philippine Journal of Public Administration* (Manila), Jan. 1972, p. 42-57.

The role of change agents ('promoters') is an important factor in sustaining decision-making activity. The decision-making process in the setting up of a training center for recruits to the Administrative Class in Britain is examined. British administration has clearly evolved a dominant and characteristic style of decision-making based on the concept of consensus. Decision-makers tend to narrow down alternatives to those which will ostensibly gain widespread support and acceptance. The specific stimulus which may have contributed a strong influence in the setting up of the Centre for Administrative Studies in 1963 revolved around the central administrative problem posed by the 'generalist' concept of administration. The important role of the administrative elite in determining procedural and, to a certain extent, substantive consensus decision-making in matters specifically concerned with the internal operation of the administrative system insures their dominance in the decision-making process.

**Johannes, John R.** Congress and the initiation of legislation. *Public Policy* (Cambridge, Mass.), Spring 1972, p. 281-309.

Initiation of legislation by Congress has received less attention than it deserves. This article is an effort to define and sort out some of the loose strings surrounding legislative initiation, specially congressional initiation, by (1) arguing that Congress does indeed initiate, probably more often and on more important matters than is commonly realized; (2) showing that Congress has available different strategies for legislative initiation; and (3) specifying some reasons why and when Congress is able to initiate and what conditions facilitate successful congressional leadership

in law-making. The data for this investigation are taken from a selection of legislative process case studies, in which Congress took the initiative, written during the past twenty five years.

The policy-proposing/legitimizing division of labour in the United States has placed in the President and executive officials the primary responsibility for legislative initiation. But because of its technical resources and political sensitivity, Congress possesses a secondary initiating capacity. Congress can supply either the technical-substantive or the political ingredients of legislative initiatives, and often it supplies both. Several patterns of Congressional initiation are analysed, and the circumstances which facilitate it are explained. Congress' potential as a reserve initiator derives from a blend of institutional characteristics and its ability to initiate allows it to serve as a seedbed for policy ideas. Congressional initiation is both possible and valuable.

**Johnson, A. W.** Education and the development of senior executives. *Canadian Public Administration* (Toronto), Winter 1972, p. 539-57.

Canada's politicians and public servants have not thought much about the problem of developing and regenerating senior executives. The purpose of this paper is to persuade governments and public servants that senior officials do decline in effectiveness, over time, relative to their potential and so require special measures to maintain or to develop the sensitivities they ought to possess in respect of the communities they are serving. First the qualities the senior executive in government ought to possess are identified. Then the opportunities to develop these qualities in their day-to-day work are evaluated and finally the contribution of educational or sabbatical leaves to executive development is indicated.

The knowledge a senior executive is expected to possess is outlined. The senior executive is so harried by the pressure of his job, that he does not have the time to read and keep abreast in the fields in which he has been trained. Sabbatical leave will enable senior executives to broaden their knowledge. A senior executive must possess knowledge, experience, sensitivity, the ability to relate and to generalize, and just plain intelligence, insight, and intuition. As a consequence of sabbatical leave capacities are sharpened, heightened, and become more capable of communication. It helps in restoring, refreshing, regenerating and renewing the qualities a senior executive must develop. Various ways in which an executive can profitably spend an extended period away from his job are outlined.

**Kimieha, Mark.** The Ombudsman and the Permanent Commission of Inquiry. *Journal of Administration Overseas* (London), Jan. 1973, p. 46-50.

The concept of Ombudsman originated in Sweden and has spread to

many parts of the world. The Ombudsman for Tanzania is the Permanent Commission of Inquiry. The Interim Constitution was passed in 1965 and Chapter VI created this Commission. It has jurisdiction to investigate the conduct of a broad range of governmental, party and parastatal officials in the exercise of their authority, or in abuse thereof. The Commission has no executive powers and the President is not obliged to accept the Commission's recommendations. The figures for successful complaints indicate that the Commission is actually doing enough to protect the individual where previously grievances simply went unanswered. The President has devoted enough time and attention to Commission's reports and his pen has not spared even cabinet ministers if their conduct happened to be under consideration. Public confidence in the Commission has also contributed a great deal to its success.

**McNamara, James F. Mathematical programming applications in educational planning. Socio-Economic Planning Sciences (New York), Feb. 1973, p. 19-35.**

The specific aim of this article is to examine recent developments in the applications of mathematical programming techniques to various problems encountered in educational planning. First, a survey of recent applications at the macroanalytic level is presented. This includes a review of applications at the national and state levels. Next, macroanalytic or institutional applications are reviewed. This section is divided into two parts, one on university level planning and the other on school district level planning. This is followed by a brief description of some criteria, stated in the form of questions, that can be used to evaluate models reported in the literature and also to analyze the general properties of optimization models that may be proposed in connection with some future planning or policy analysis. An outline of major problem areas in educational planning is included in the final section.

**Nagel, Stuart S. Measuring unnecessary delay in administrative proceedings : the actual versus the predicted. Policy Sciences (Amsterdam), March 1972, p. 81-96.**

The primary purpose of this article is to discuss various ways of measuring unnecessary delay in administrative proceedings and the secondary and broader purpose is to discuss various ways of measuring the differences between the ideal effects of a legal policy and the real effects, or the differences between normative measures and empirical measures. Unnecessary administrative delay is the difference between the time that is actually consumed and the time that one would expect to be consumed in light of the complexity of the cases and certain objective time



expectations. Steps in measuring actual time consumed with regard to case complexity are presented. Trend, dispersion, and comparative analyses are used to measure the expected time. Meaningful approximations of case complexity for a single case can be obtained by looking at its transcript length, number of exhibits, and number of parties. As an example an administrative delay evaluation chart is presented and the useful purposes served by it are pointed out.

**Nottage, Raymond.** *The Royal Institute of Public Administration 1939-1972. Public Administration* (London), Winter 1972, p. 419-46.

This is the second of two articles on the Institute's history. The services rendered by a small number of honorary officers enabled the Institute to survive the war time years. Every effort was then made to continue publication of *Public Administration*. In 1945 the Emergency Committee took important decisions on membership, finance and appointment of a Director. Plans for an ambitious extension of Institute's activities were formulated. Treasury grant commenced in 1949. Difficulties in getting recognition as a trust and as a scientific society are presented. Royal charter was awarded in 1954 and thenceforth the Institute is known as the Royal Institute of Public Administration. Income from corporate membership has provided the essential foundation. The issues analysed are: conferences, training courses and research.

A list of major research projects and their sources of financial support is set out in Appendix A. The past twenty years has been a notable period for the number and range of publications issued by the Institute. A list of major publications, research studies and other publications issued since 1950 is set out in Appendix B. This year the Institute's journal marks its fiftieth volume. In 1962, a Newsletter supplement was introduced for individual members. The launching of Local Government Operational Research Unit has proved successful. Services rendered for overseas countries are briefly presented. Much of Institute's present revenue is derived from services it renders and is better equipped than ever before to take advantage of the opportunities that the times will doubtless present.

**Ritchie, Ronald S.** *Policy making for the long term: the need to do more. Canadian Public Administration* (Toronto), Spring 1973, p. 73-82.

Over the last four decades the task of public policy making has multiplied in size and intensified in complexity. Government and its policy making activities has become a new growth industry and has to face obstacles and problems of an entirely different order. The whole environment demands new approaches, conceptions, and objectives. Public policy making needs highly skilled resources and efforts and we have to learn a great



deal about its essential requirements and appropriate methods. The inevitable tendency for the role of governments to grow is analysed. The making of public policy cannot with rare exceptions, be delegated to individuals or to private sector organisations. A few cases where public policy decision-making has proved inadequate are discussed. Policies must be revised when the environment in which they work changes. We need a great deal more of public policy research, based on a number of disciplines. Choice of research project should depend upon likely relevance in the period five to ten years hence, or longer.

**Womack, Bob and others. Personnel management in the public service. Personnel Management (London), Feb. 1973, p. 22-5.**

The numerous organisations which make up the public sector of employment are as varied as those in commerce and industry. There are several features of organization and control common to all public bodies in some degree. Public accountability is their special feature. The majority of public bodies are controlled by a group of elected or appointed persons who represent democratic control of the public sector. They are susceptible to central government influence which frequently takes the form of financial control. They are also susceptible to periodic scrutiny by specifically appointed bodies of enquiry. These features together with the absence in some bodies of a profit/loss measure have created the environment in which the personnel function developed.

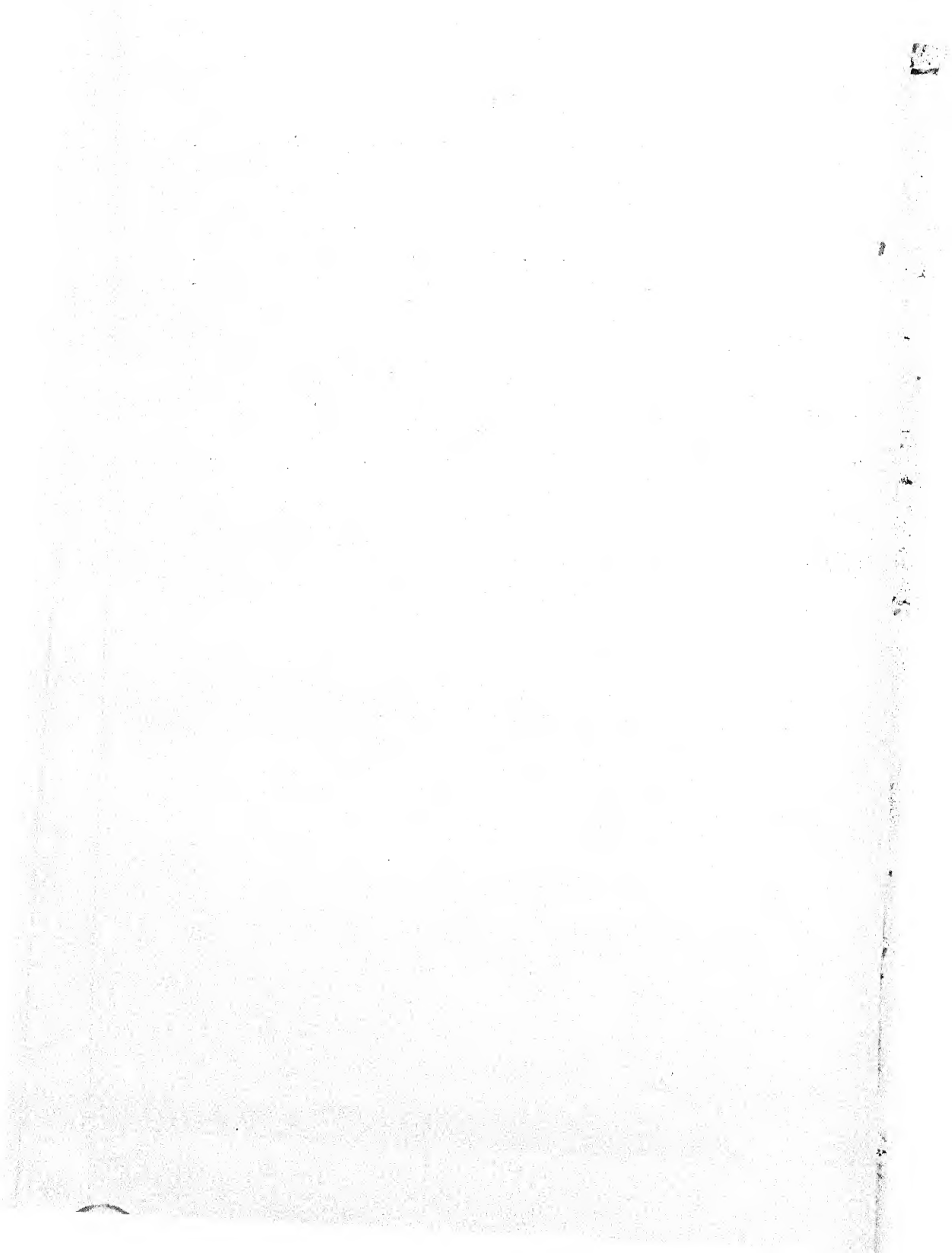
Massive restructuring of the British Civil Service including the creation of Civil Service Department followed the Fulton report of 1968. In the next two years personnel staff in both the hospital service and local government will be faced with complete organizational restructuring and the personnel implications of the change will be enormous. In this emergent phase, the public services can bring as much to the study and development of personnel management as they may take from it.

**Yates, Douglas. Neighborhood government. Policy Sciences (Amsterdam), July 1972, p. 209-17.**

What is meant precisely by neighborhood government; what its origins are; what its benefits and deficiencies are thought to be; what the main obstacles are in its achievement; and what general problems it raises for local democracy and community development? In this paper, these questions are explored in light of the past and present experience of decentralised, neighborhood-based government. The concept of neighborhood government is closely related to concepts of citizen participation and decentralization. The actual impact of decentralization on neighborhood government is almost unexplored. The obstacles in increasing neighborhood

powers are ; the costs of community organizing in time and effort; community conflict; city hall neighborhood conflict; and general political conflict. A number of further problems and questions are pointed out that require consideration before neighborhood institutions are created.

In the long run, neighborhood government is likely to be the desirable goal. In New York City, where neighborhood government has proceeded further than anywhere else, there is a realization among city officials that strategies must be implemented very gradually if at all. It is doubtful that the neighborhood government movement will take many cities by storm in the near future. Neighborhoods differ sharply in terms of their ethnic homogeneity, their level of community organization, and their assortment of needs. Therefore neighborhood government is unlikely to be desirable for all urban neighborhoods in the same way at the same time.



# SUBJECT INDEX TO ARTICLES

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Guestafson, George A. Critical issues in governmental accounting. *Federal Accountant*, March 1973, p. 10-23.

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## ABSTRACTS

**Balogun, M. J.** A framework for the measurement of government efficiency. *Quarterly Journal of Administration (Ibadan)* Oct. 1972, p. 21-34.

This article provides an exploratory framework for measuring the success of governmental organizations in their movement towards efficiency. It also discusses the imponderable factors insofar as they affect the accuracy of measurements. The term efficiency is loaded with values. Three typologies of efficiency are discussed. They are technical, economic, and operational efficiency. Operational efficiency is the most appropriate measure of governmental performance. It entails the simultaneous analysis of departmental capabilities (inputs) and the process of resource allocation (outputs). Problems in quantification of inputs and outputs are analysed. Monetary costs are quantifiable and can be used for measurement of inputs. Value considerations are predominant in setting public goals. Therefore the effects of governmental administrative action are difficult to measure. The most crucial parameter on the output side is goal-achievement. Through careful analysis it is possible to appraise the performance of accountable units against the criteria of administrative success.

**Bhagwat, Avinash.** Main features of the employment problem in developing countries. *International Monetary Fund: Staff Papers (Washington)*, March 1973, p. 78-99.

The worsening of the employment problem in the developing countries despite their good growth performance has become a cause for concern. This paper surveys some of the recent work pertaining to this problem and alludes to some general implications for economic policy. It is divided in five parts. Section I presents data about recent labor force trends in the developing countries, puts them in a historical perspective, and points to the crucial role of population growth in shaping the employment problem. Section II discusses briefly the conceptual difficulties in coming to grips with the problem and suggests that it has two components—open unemployment and disguised unemployment. These components are dealt with in Sections III and IV. As the available quantitative information is rather limited only some tentative observations are made. For disguised



unemployment the definition based on an income test is most appropriate. In the last section main conclusions are summarized.

This survey of employment problems in the developing countries suggests the need for a three-pronged approach to ameliorative policies. Effective population policies are needed to limit the growth of the labor force; urban open unemployment must be tackled not only by job creation in the modern sector but also by measures to regulate the urban drift of the population; and high priority must be given to measures for increasing the productivity of labor in agriculture and other ancillary activities in the traditional sector.

**Bhambhri, C. P. Public corporations in India: autonomy versus control. Philippine Journal of Public Administration (Manila), April 1971, p. 175-82.**

The public corporation is a device to de-bureaucratize the management of public sector undertakings which need autonomy in day-to-day management, and flexibility in operations. India adopted this institutional device. The difficulty in borrowing a formal institutional structure from a developed country is illustrated in this article by examining the actual working of the Life Insurance Corporation of India (LIC). Government control over a public corporation can be established through a number of ways. Life insurance business was nationalised in 1956 and LIC was formed. The LIC's investments in Mundhra concerns created a controversy and one-man commission was appointed in January 1958 to investigate the matter. A very important reason for the ill health of public corporations in India is that all the high posts in the corporations are reserved for Indian Civil Service officials who bring with them the Secretariat's organizational set-up and procedures, making the corporation thoroughly bureaucratic in its operation. Corporations are not free either in personnel matters, financial investments or financial transactions.

**Boulding, Kenneth E. Organization theory as a bridge between socialist and capitalist societies. Journal of Management Studies (Oxford), Feb. 1973, p. 1-7.**

The socialist societies of the East and the capitalist societies of the West have both established themselves as viable forms of social organization. The study of organizational structure and decisions is applicable in both the societies. Regarding internal structure, organization, problems and decisions, a steel trust in a socialist economy and a steel corporation in a capitalist economy have great many similarities. Administrative science is helpful in routine decision making but can never replace the

enormously complex process of political decision making. Cost-benefit analysis always implies a system of valuation coefficients. These coefficients differ in capitalist and socialist societies and cannot be resolved by any appeal to administrative science. It can only help in elucidating the sources of differences. Administrative science is helpful in decision making process at lower levels and it is the mass of small decisions which really decide whether or not a society will be successful.

**Coleman, Charles J. Personnel : the changing function. Public Personnel Management (Chicago), May-June 1973, p. 186-93.**

In this article major changes that have occurred in personnel since 1950 are traced and the importance of personnel function in organizations is examined. The analysis is based on the results of a series of interviews with thirty-two personnel administrators. The overall theme is that the personnel function has changed considerably in the past two decades. Today it concentrates much more heavily on matters affecting salaried rather than hourly employees. This change has enhanced the level of influence by personnel on important structures and processes within the organization. The data indicate that the personnel occupation has expanded its activity in matters concerned with employment, salary administration, and personnel development, while its activity in the area of labor relations, safety, benefits, and services remain essentially unchanged. Through activities that involve personnel in the planning of employment, compensation, and personnel development, the occupation is in a position to exert significant influence on the decision process of the organization.

**Dwivedi, O. P. Environmental administration in Canada. International Review of Administrative Sciences (Brussels), Vol. 39, No. 2, 1973, p. 149-57.**

Environmental problems did not play a major part in Canadian politics until the late 1960's. This paper examines the background which led to the establishment in 1971 of federal Department of Environment. Also discussed are the objectives and organizational framework of the administrative machinery, constitutional issues related to environmental matters, and international aspects of environmental affairs. The Department of the Environment brings together in a single ministry those federal agencies responsible for the management of water resources, inland and marine, and of air resources. It is organized into five operational services, two support services and various advisory councils. Each of the five operational services have regional offices in the nation. The Canadian Council of Resource and Environment Ministers and the Federal-Provincial

Environmental Ministers Committee are two devices for intergovernmental management issues. The International Joint Commission set up in 1911 serves as a machinery of cooperation between Canada and the United States for environmental matters.

**Gwyn, William B.** The British PCA : "ombudsman or ombudsmouse?"  
*Journal of Politics* (Gainesville, Florida), Feb. 1973, p. 45-69.

The British Parliamentary Commissioner for Administration (PCA) began operations on 1st April, 1967. The objectives of this article are : first, to ascertain whether the PCA differs appreciably from other ombudsmen, and, second, to judge the success of the institution now that it has been in operation for over four years. The characteristic which perhaps most distinguishes the PCA from other ombudsmen is the filtering of complaints coming to him from the public through Members of the House of Commons. The number of complaints received by the Commissioner is declining but the percentage of fully investigated cases in which he has discovered maladministration causing injustice has risen considerably. The House of Commons has set up a Select Committee to examine the Commissioner's reports. Although ombudsmen in some other countries send their reports to legislative committees, nowhere else does the committee take so active and influential a role as in the United Kingdom.

Direct access to an ombudsman does not guarantee greater public awareness than a system based on a legislator filter. The more limited scope of the British PCA creates for him greater jurisdictional problems than those faced by the New Zealand Ombudsman. The British PCA does not appear to deviate appreciably from the Scandinavian and New Zealand ombudsmen in his social consequences. If the PCA is an "ombudsmouse," so are the other ombudsmen, though possibly possessed of slightly sharper teeth. An ombudsman is valuable, not for the services he performs for complainants, but for his effect on the quality of administration.

**Hartle, Douglas G.** A proposed system of program and policy evaluation.  
*Canadian Public Administration* (Toronto), Summer 1973, p. 243-66.

The purpose of this paper is to describe a framework within which quantitative information can be marshalled by officials for the consideration of Ministers. The determination of the relative weights to be attached to each of the competing elements in the set of societal goals is the essence of the political process. The complementarities between policy evaluation and strategic planning are explained with the help of

hypothetical examples. Most of the government goals can and should be defined operationally and measured, at least in part, statistically. The proposed classification of goals is presented in the form of a figure and its advantages are pointed out.

Goals can be positive or negative. Goal areas are divided into two groups—private and collective. A tentative set of goals to be included within each goal area is presented in a tabular form. The selection of the best achievement indicators for each goal is a formidable task. In carrying out evaluations all the feasible alternatives should be considered. The task which is conceptually perfect but hopelessly impractical should be given up for one where material progress can be made without losing the fundamental insights provided by the framework. The tasks which have to be performed to make the conceptual framework operational, are briefly described.

**Koshal, Rajindar K. and Koshal, Manjuliika. Gandhian economic philosophy. American Journal of Economic and Sociology (New York), April 1973, p. 191-209.**

As all of Gandhi's political ideals seem to be woven around the economic problems that were then of great public concern, Gandhian thinking can be classified as Gandhian economic philosophy. His prominent economic concepts are: the ideal structure of Indian economy, socialism, industrialization, the concept of labor, and industrial relations. These concepts as interpreted and explained by Gandhi together with their critical evaluations are presented in this article. His welfare goals were aimed at a well-knitted, harmonious and classless society. Gandhian socialism is set apart from other kinds of socialism not by the goals, but by the means. He recommended the adoption of small machines which would provide jobs for the majority of the labor force and increase their productivity. Gandhi brought non-violence from ethics and religion to economics and politics. Economic equality, political stability, industrial democracy, an organized labor force, and welfare for all can be achieved through non-violent means. Though some of his concepts were idealistic and vague, his economic philosophy is quite consistent with the conditions prevailing in India then and now.

**McCurdy, Howard E. Fiction, phenomenology, and public administration. Public Administration Review (Washington), Jan.-Feb. 1973, p. 52-60.**

Fiction is defined as all art forms which utilize imaginative narration, whether written or visual. It is argued that the discipline of public

administration has delineated too narrowly the variety of fiction that may be relevant to the teaching of administration. The author has explored the potential of fiction to supplement existing research data and to open new insights into administrative theory. The major impediment to a closer relationship between fiction and public administration was the problem of credibility which is being removed by a revolution in administrative methodology. Good administrative fiction is fiction that works. It should be relevant to the reader's experience, lively and creative, and skilful in relating current events to fundamental issues.

Fiction is perceptive experience which can be applied to test the validity of existing administrative theory. The perspectives of fiction writers can be applied usefully to scientific scholarship. The theoretical contributions of imaginative literature are illustrated through a compact bibliographic essay relating 100 novels to the major fields of study in public administration—administration, bureaucracy, organization theory and behaviour, management science, and comparative administration. It is easy to admit a little fiction without disrupting the bias toward scientism in the discipline.

**Marican, Y. Mansoor. Bureaucratic power in India and Japan. Philippine Journal of Public Administration (Manila), April 1972, p. 204-23.**

The general concern of this article is the relationship between "politics" and "administration". It attempts to examine this by focusing on the relationship between legislators and higher civil servants at the national level in contemporary India and Japan. In most of the studies of public administration after the Second World War, the unreal dichotomy between policy formulation (politics) and policy execution or implementation (administration) is dropped. This dichotomy is unreal particularly in many transitional societies, where the civil bureaucracy always assumes major responsibility for coping with the problems of modernization.

In Japanese politics the bureaucracy is still the major channel of upward mobility for those with political aspirations. A significant portion of political leadership consists of former bureaucrats. The bureaucratic background and/or political leadership skills determine to an important extent the nature of bureaucrat-legislator relations in the decision-making process in Japan. The locus of power varies from issue to issue. In Japan, bureaucracy is an important source of policy suggestions. The Diet's dependence on bureaucracy, due to its store of information and technical expertise relating to legislation on social and economic problems, is enormous. Even then the bureaucratic dominance is undergoing gradual transformation.

In India, after independence, the policy role of the bureaucrats seems to be gradually growing with the increasing involvement of the state in numerous, developmental activities. Indira Gandhi's leadership style, with bold and quick decision-making as its outstanding feature, is unlikely to tolerate too much bureaucratic interference in decision-making. The overall pattern is of bureaucratic subordination to cabinet ministers. In contrast to the Indian higher bureaucrats, their counterparts in Japan, actively attempt to influence major foreign and domestic policy decisions. This is due to the differences in the historical "input" and variations in the relative "power base" of the higher bureaucrats.

Miewald, Robert D. On teaching public personnel administration : a Weberian perspective. *Western Political Quarterly* (Salt Lake City, Utah), March 1973, p. 97-108.

Enduring human problems are buried beneath the arid principles of personnel administration. On both the societal and personal level, there is little more relevant than personnel administration. Even then public personnel administration does not occupy a prominent position in modern political science. The text-books on American Government are unlikely to generate much enthusiasm for personnel administration. The thesis of this essay is that the world historical view of Max Weber provides the basis for a reasonable critique of American personnel administration.

We need some perspective from which to view the further development of public personnel administration, a perspective which would allow us to see the present mass of techniques, not as ends in themselves, but as highly dispensable means for achieving truly human ends. Performance measurement will turn each worker into a little cog in the machine. Political scientists can provide some insights into the competing demands of organizational effectiveness, democratic responsibility and individual freedom. Each individual has a right to search for meaning. Personnel administration, as an academic element, will have to take up the work which can no longer be handled by theology or metaphysics; it will have to help its students to grapple with the problem of meaning.

Nanekar, S. R. Public administration training for change. *International Review of Administrative Sciences* (Brussels), Vol. 39, No. 1, 1973, p. 56-60.

Public administration training is a conscious and systematic effort to teach how human beings collectively apply the science and art of



administration to specific public functions in a given environment to achieve the best possible results, in terms of both public objectives and individual self-fulfilment. The ever-changing environment in which administration functions, imposes ever-new functions and responsibilities on administration. So administrators must be trained in how to understand by self-effort the ever-changing character of their jobs. Formal training should only be the beginning of a long unending process of self-learning. An important aspect of public administration training is laying of solid moral foundation in administrators for willingness to change continuously in the public interest. Since "Public Good" is ever-changing, administrative behaviour must also be ever-changing. Administrators must be trained in problem-oriented research. An ideal trainer is one who is an administrator and an academic rolled into one.

**Nordlinger, Eric A. and Hardy, Jim. Urban decentralization : an evaluation of four models. Public Policy (Cambridge, Mass.), Summer 1972, p. 359-96.**

The objectives of decentralization are : increased governmental responsiveness, the amelioration of the citizens' political alienation, and the improvement of city services. These desirable changes can only occur through a "downward" redistribution of power and resources and the "downward" extension of governmental structures. Municipal decentralization is the physical dispersal of governmental structures so as to heighten the residents' access to, and influence upon, elected or appointed officials. In this article four municipal decentralization models are described—the bureaucratic, the advisory, the governmental, and the little city hall models—and their particular strengths and weaknesses are assessed according to the objectives of decentralization.

The bureaucratic model involves the devolution of greater responsibilities to the civil servants operating in the neighbourhoods. The advisory model provides for locally-based mechanisms of client representation, allowing residents to inform, consult, and influence public officials. Under the governmental model, governmental structures are established in the neighbourhoods. The little city hall model provides for permanent location of municipal facilities in all or most of the city's neighbourhoods. The probable impact of four models on each of the objectives of decentralization is estimated as none, low, moderate or high and is presented in a tabular form. The fully developed little city hall model is potentially the most effective form of municipal decentralization, despite the governmental model's equally high ratings on the three dimensions of decentralizing goals.

**Roberts, J. L.** Whatever happened to your obedient servant? *New Zealand Journal of Public Administration* (Wellington), March 1973, p. 29-38.

The business of government is largely carried out by applying monopoly power upon the ordinary citizen for his benefit and profit. In old days the first and dominating duty of the public servant was obedience. Today it is not so. The business of government has become so vast and complex that it demands men who have the initiative to use their competence for creative administrative problem solving. The purpose of this article is to suggest the manner in which accelerating social change may affect or alter the structure of public administration in New Zealand. The growth in the number of skilled occupational groups has led to the introduction of occupational classification in the civil service. As occupational classes develop and grow within the service they will want to define the limits of their obligation to their political masters in terms of their professional independence. So much has changed in our political community that the old concept of a permanent lifetime career protected by the rules which inherently give preferment to existing civil servants may no longer serve the natural interest as it once did.

The very people who have the most knowledge and the best opinion on the desirability of administrative change are precisely those who have a vested interest in preventing it. As the need for diversity, change and administrative innovation is felt a number of state agencies now call upon private managerial consultants to reconstruct their decision-making systems. Decision and execution are no longer separated and the public servant has become a policy negotiator to hammer out agreements with interest groups which cut right across departmental boundaries. The interfunctional committees will increase in number with varying degrees of delegated authority. The state servant as a career bound, protected member of a hierarchy subject to overriding obligation to a temporary political chief will give place to professional engaged in seeking programmed goals whose obligations will shift according to the immediate demands upon his professional skill.

**Robson, William A.** The constraints on British government. *Political Quarterly* (London), April-June 1973, p. 117-26.

Neither the Labour Party nor the Conservative Party can carry out the policies it has adopted or the traditional doctrines and prejudices it has inherited. The theme of this article is that there are numerous constraints on British government which are becoming increasingly obvious. These constraints are of different kinds and they often exercise a dominating influence over the course of events. Refusal to recognise these constraints often leads to political controversy which becomes a meaningless



battle of words. A number of examples are presented to explain the existence of political constraints in formulating government policies or programmes. Constraints are of two kinds: positive and negative. The former compel action, the latter inhibit it.

The most important domestic issue in British politics is whether the trade unions can ultimately defeat or destroy the policies of any government. The constraints can also be international. Some constraints arise from lack of knowledge. No one has discovered how a nation can combine full employment, economic growth, and a satisfactory balance of payments without an excessively high rate of inflation. The examples given show that both the major parties have failed utterly to give any heed to the constraints which will compel the reversal or modification of government decisions or actions. In public affairs the gap between promise and fulfilment is a widening one, and realism is a diminishing asset. Governments can exert power effectively only when candour, integrity, openness and realism convince powerful groups and the general public to support them by active cooperation.

**Schick, Allen. A death in the bureaucracy: the demise of federal PPB**  
**Public Administration Review (Washington), March-April 1973,**  
**p. 146-56.**

The death notice on PPB was conveyed in a memorandum by the Office of Management and Budget on 21st June, 1971. Budgeting is the routinization of public choice by means of standardized procedures, timetables, classifications, and rules. PPB failed because it did not penetrate the vital routines of putting together and justifying a budget. From the very start, PPB's effectiveness was impaired by the failure of many analysts to comprehend the connection between their work and budgeting. The use of PPB in civilian departments never reached the status it attained in Defense Department. PPB died of multiple causes. For various reasons budgeting and analysis do not readily fit together. PPB and departmental reorganization can be regarded as partial substitutes for one another. In trying to impose an informational structure suitable for planning and analysis, PPB ignored the many other informational requirements of the budget process. It came on the scene before the aims of performance budgeting had been realised.

The failure of PPB was not inevitable. The few states which have achieved substantial budgetary renovation give evidence of what can be accomplished when resources are marshalled forcefully and intelligently. It remains to be demonstrated whether Congress can accomplish via

legislation that which PPB failed to accomplish by administrative order. It is probable that under a different label and with somewhat different approaches and techniques, eventually there will be a return to the aims of PPB.

**Stefani, Giorgio.** The productivity of public enterprises; lessons to be learnt from a research project. *Annals of Public and Co-operative Economy* (Liege, Belgium), Jan.-March 1973, p. 13-58.

The Scientific Commission of the International Centre of Research and Information on Public and Co-operative Economy for the study of public enterprises has undertaken the task of productivity measurement. The aim of this task is to evolve objective criteria for the evaluation of certain aspects of the management of public enterprises in such a way that technical choices can be made and factors combined according to rational rules. Brief summaries of the results acquired in three and a half years of research are presented in this paper. The measurement of productivity is pre-eminently a quantitative and technical problem. The research has acquired "operational" value, because it throws light on problems which concern the technical and economic choices of individual public enterprises.

The meaning and purpose of productivity measurement are not the same for public enterprises as they are for private enterprises dominated by the profit motive. Productivity measurements are numerous and are selected in accordance with the purpose they are to serve. The research mainly dealt with European countries. The difficulties encountered in the application of productivity measurements to individual sectors are pointed out. The choices and results for individual sectors are briefly outlined. The sectors are: electricity, gas and water, mines, transportation, hospital services, fiscal monopolies, and iron and steel industry. The introductory questionnaire circulated among public enterprises contained two questions regarding the constraints which may have an adverse effect on productivity. The results are presented in two tables. Every constraint which adversely affects the productivity should be translated into quantitative evaluations.

**Werlin, Herbert H.** The consequences of corruption: the Ghanaian experience. *Political Science Quarterly* (New York), March 1973, p. 71-85.

American scholars often minimise the extent to which corruption might retard the development of emerging nations. Political corruption, defined as the diversion of public resources to non public purposes, can be a greater cause for concern in emerging nations than in the developed countries. Ghana probably has conducted and published more official investigations

of corruption than any of the other third world countries. Most of these were undertaken in 1966 and 1967 to discredit the Nkrumah regime. Nkrumah left Ghana with a serious balance of payments problem. Most of the state corporations set up under Nkrumah proved to be great drain on the economy. The profits from corruption in Ghana tend to be invested or banked abroad or spent on wasteful imports.

Corruption has also intensified inter-ethnic conflict. As the public sector spends a large proportion of the national income, the consequences of political corruption, combined with mismanagement are correspondingly great. Corruption contributes to inelasticity of control in so far as it reduces the capacity of those in authority to guide subordinates and generates an atmosphere of distrust which pervades all levels of administration. Its ultimate effect was to undermine the legitimacy of the regime. The factors that can soften the destructive effects of corruption are inadequate and the ones which encourage corruption prevent any major reform from taking place.

Wright, Maurice. The professional conduct of civil servants. Public Administration (London), Spring 1973, p. 1-15.

Recently the professional conduct of civil servants has become the subject of public controversy. Britain, unlike most European countries, has no written code of conduct for civil servants to observe in their work. The interpretation and application of the broad principles laid down in *Estacode*, together with 'unwritten rules' which exist throughout the service, constitute a network of understandings and practices. The guidance provided by *Estacode* principles is inadequate and its revision has been demanded by First Division Association. There is an anxiety within the service about the nature of the civil servant's duty to the Minister. How that relationship is defined constitutionally will help to define the broad principles of professional conduct.

The civil servant is expected to serve his Minister loyally, truthfully and objectively. Difficulties may arise when loyalty conflicts with honesty and objectivity or where the guidance given is vague. As the civil servants have increasingly assumed greater responsibility for policy initiation and development, the possibility of such dilemmas is greater. Some of the existing principles of professional conduct are being spelled out, others revised, and new ones formulated as a result of the greater public exposure of the conduct of civil servants. Formulation of a new code of professional conduct is necessary if the nature of the civil servant's duty to his Minister is to be changed in the direction of a wider duty to a 'public interest'.

## SUBJECT INDEX TO ARTICLES

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## ABSTRACTS

**Arora, Ramesh K. Development administration—some conceptual issues. Prashasika (Jaipur), April-June 1973, p. 39-48.**

The concept of development administration though most over-used, has remained relatively under-theorized. In this paper, an attempt is made to explore the diversity of meanings attached to the major foci of the concept. The term is used in two inter-related senses—the administration of development and the development of administration. Most of the research in this area has considered the administrative system and the changes within it as independent variables, while the developmental goals are treated as dependent variables. No distinctions can be made between developmental and non-developmental administrations, nor can there be a rigid dichotomy between the nature of administration in developing and developed societies. The term "development administration" refers to the achievement of progressive socio-economic and political goals and the administrative systems of organizations which are innovational in attitudes and operation.

**Barrington, T.J. Organisation for development. Administration (Dublin), Spring 1973, p. 3-15.**

Nowadays Government is so big, complex, and ambitious in its aims that it is not very successful. This is because we are trying to tackle new, extremely difficult tasks with inadequate instruments. Number of institutions were set up in Ireland to tackle the problems of development in Western region. Even then the west has not yet been saved. There is no hope of doing better unless we try to analyse its extraordinary intractable problems and base the solutions on that analysis. The crucial weakness of Irish administration is that the urgent drives out the important, the special drives out the general, and the local drives out the national. The national institutions must be freed from detail and the gross and extreme centralisation of public business must be replaced by a more decentralised system.

The effectiveness of Irish public bodies is now the concern of the Department of the Public Service. With the various reports—Devlin

Report of the Organisation of the Public Services, Chubb Report on Local Government, and the rest—we have the means and the knowledge to tackle these problems. The development of local self-government at the regional, county, district, and community levels, consonant with the maintenance of overall national unity is essential. The moral, political, and administrative issues which have to be tackled to make regions effective are discussed. For successful development on regional basis, the issues about areas, representation, powers and resources for local bodies have to be settled. The whole geographical system of Irish administration needs a thorough examination in the interests of efficient government overall.

**Chanda, Asok. Prime ministerial government—changing role of prime minister. Journal of the Society for Study of State Governments (Varanasi), April-June & July-Sep. 1973, p. 77-83.**

The concept of the office of Prime Minister in a parliamentary democracy has changed significantly in recent years. Today, the Prime Minister occupies a dominant position both in and outside the country. The exercise of his powers depends on his personality, his public image and standing in the party and the country. The powers of the Prime Minister in India are more extensive than those of even the President of U.S.A. The emergence of Mrs. Indira Gandhi as the undisputed leader, not only of the Congress Party but of the country, her charisma, political acumen and her ability to take quick decisions and ensure their implementation, have given a new dimension to the office of the Prime Minister in India. Even then the concept of the office of Prime Minister is fully consistent with the concept of democracy or its ideals.

**Cheek, Logan M. Cost effectiveness comes to the personnel function. Harvard Business Review (Boston), May-June 1973, p. 96-105.**

The primary responsibility for developing manpower related programs for increase in productivity falls within the charter of personnel department. Personnel departments should develop program-management techniques to meet the productivity crisis in a direct and systematic manner. The purpose of this article is to describe a framework which top operating and personnel executives can use to channel the resources of the personnel function to the most worthwhile undertakings. This framework, first implemented at Xerox Corporation in 1971 as part of a long-range manpower planning strategy, is currently being used to develop operating budget proposals for selected personnel units throughout the company.

The key procedural steps discussed are : (1) Define and describe each personnel program—whether proposed or ongoing—in a discrete package. (2) Separate for special treatment those programs that are legally required . (3) Evaluate all programs on the basis of these factors—(a) state of the art, (b) case of implementation, (c) net economic benefits, (d) economic risks of not acting. (4) Rank all programs, and allocate and deploy staff resources accordingly. The framework has helped in allocating resources to those programs that should significantly improve productivity and profit performance. It provides personnel management with a simple and systematic way to allocate resources in an area where good intentions, hunches, and poor information have cost many companies heavily in lost opportunities.

**Cohen, Lionel H.** Local government complaints : the MPs' viewpoint. *Public Administration* (London), Summer 1973, p. 175-83.

Citizens are increasingly taking their complaints about local government, not to councillors, but to their Members of Parliament. This development is examined from the viewpoint of the MP based upon evidence obtained in a series of interviews of Ministers, MPs and ex-MPs. Though housing is still the major problem in many urban areas, planning, education, and welfare cases rank close to it. In many urban constituencies, a combined advice centre is operated by MPs and local councillors to deal with complaints against both local and national government. Many citizens do not distinguish between local and central government and are even less clear regarding the division of functions between local and county authorities. The work of dealing with local government complaints has become the job of MPs because councillors in some areas are avoiding it. It is likely that people prefer to bring problems to their MP because he has more ways of helping them in some cases than their councillor. If a joint public relations drive is made by councillors, council officials and MPs, the backlog of complaints can be cleared. Establishment of Citizens' Service Bureau is recommended. If a local Ombudsman is created his work can be linked with these Bureaux.

**Dion, Leon.** The politics of consultation. *Government and Opposition* (London), Summer 1973, p. 332-53.

In recent years the importance of consultative councils in the relations between social and political forces has grown so much that they must be considered as a mechanism of systemic interaction, comparable in weight to those of the pressure groups or parties. The new importance of consultative councils as cogs in the socio-political mechanism is found



in all political systems, socialist or liberal in inspiration. As the field of consultation extends far beyond pure administration, the politics of consultation must be seen as a main link in the socio-political mechanism. The consultative councils act as a bridge between the social system and the political system. They make possible the confrontation and reconciliation of the demands and supports of the social agents. The interrelation of consultative councils with their environment is presented in a tabular form. This essay deals with the impact of the politics of consultation on the internal components of the political system, with relations between consultative councils and the other mechanisms of interaction, and, finally, with the need to revise the status of the politics of the consultation in liberal societies.

Legislative assemblies, the government, and the administration are the three levels of the political system at which traces of the politics of consultation should be followed. The consultative process takes different forms and can be classified according to the degree of publicity, of official status and of imperativeness. The degree to which countries use consultation as a means of political action and give official status to consultative councils varies greatly. The increasing resort to consultation perceptibly affects the dynamism of the political components, in themselves, as well as in the relations between them. The advantages the consultative councils can have over the assemblies are pointed out. Administration has contributed most to the development of the politics of consultation and has drawn the greatest advantage from it. Considerable adjustments must be made in the assemblies, the administrations, and in the governments to adjust with the progress made by the politics of consultation.

**Embre, Ainslie T. Pluralism and national integration : the Indian experience. *Journal of International Affairs* (New York), Vol. 27, No. 1, 1973, p. 41-52.**

A common language, a proudly shared historical experience, a common religious tradition and racial homogeneity are the prerequisites of nationhood and all of these are conspicuously lacking in India. India has survived as a united nation though none of the forces that threatened her integrity and unity have disappeared. In fact, the very forces that seem so inimical to nationhood, have contributed to it. The four major components of India's plural society are—the social structure, linguistic divisions, religious divisions and class divisions. These components, divisive in isolation, are, in fact, integrative in India's plural society. Indian society is so structured that its stresses can be used creatively. It has been more resilient to external and internal traumas than many more homogenous societies have

been. Her pattern of integration may arise out of forces that in Western models may be divisive, but in Indian context are integrative.

**Kamat, G. S. Public sector banking and cooperative banking in India. Annals of Public and Cooperative Economy (Liege, Belgium), April-June 1973, p. 159-63.**

In India to give a new radical orientation to the commercial banking structure, a "social control" experiment was initiated in 1967. Accordingly a National Credit Council (NCC) was set up in 1968 to assess the demand for bank credit, to determine priorities for the grant of loans and to coordinate lending and investment policies. The NCC fixed minimum targets for expanded lending by commercial banks to agriculture and small industries. The Government, however, felt that progress made through social control over commercial banks was not adequate and on 19th July, 1969 fourteen major Indian scheduled commercial banks were nationalised in order to orient their activities towards the speedy achievement of social goals.

Until very recently, the responsibility for providing finance for agriculture and small industries was almost exclusively shouldered by the cooperative credit institutions. Now the commercial banks have been brought into the sphere of agricultural credit. The new agricultural strategy envisaged during the fourth Five-Year Plan requires heavy capital investment. The most important problem is one of coordination and synchronisation of the activities of commercial banks with those of cooperative banks. At the national, state and district levels, consultative and coordination councils and committees have been set up. The coordination between the two agencies have to be in regard to geographical coverage and lending operations. As the entire banking industry is practically socialised, it should now be possible to make credit planning an integrated part of ultimate economic planning. Cooperative and commercial banks have to collaborate consciously in order to promote this process.

**Kaul, Om P. Enhancing implementation ability. Prashasnika (Jaipur), April-June 1973, p. 87-98.**

The components of public administration system are : individual administrator; the departments and various classes of administrators; the systems and procedures; and the environment of the public administration. The weaknesses in each of these are discussed and remedies for improving its overall effectiveness are suggested. An active system for rewarding the achievement and initiative of administrators is necessary. The administrative machinery needs appropriate authority to implement the required

programmes. Regional planning and structural arrangement should be introduced to facilitate coordination among various functionaries. Systems and procedures should be adaptable to changing situations. Public administration should develop a "pluralistic" ideology to accommodate the changing aspirations of our society. Supplementary effort between the public administration and the voluntary agencies is desirable in the implementation of programmes.

**Khandelwal, Brij.** Student participation in administration. *Young Indian* (New Delhi), Nov. 1, 1973, p. 19-20.

Students are playing an increasingly important political role all over the world. Their participation in university administration can strengthen the foundations of democracy. Participation should be total and the students be allowed to have a say in all matters affecting them. Certain guidelines and suitable machinery should be evolved to train students to take up this responsibility. Student participation is accepted in all advanced countries but in India no concrete steps have been taken in this direction so far.

**Koshal, Manjulika and Koshal, Rajindar K.** Gandhi's influence on Indian economic planning : a critical analysis. *American Journal of Economics and Sociology* (New York), July 1973, p. 311-30.

This paper is a critical analysis of Gandhi's influence on Indian economic planning. It also attempts to evaluate as to how the elements of Indian planning owed to Gandhi have fared in practice. The work also aims to show the extent to which Gandhian economic philosophy has failed to influence Indian economic planning. His influence was subtle rather than obvious. There is a definite similarity in many ideas of all four Five Year Plans and the ideology of Gandhi. A number of members of the Planning Commission have been ardent followers of Gandhian ideas. Gandhi believed that any plan must include human values. National self-sufficiency, socialistic pattern of society, extinction of untouchability, and uplifting the status of women are the areas where there is similarity between the Gandhian philosophy and the plans. The issues discussed are : sanctity of labour, labour's rights and duties, minimum living wage, productivity, and improvement of working conditions.

**Larson, Arthur D.** Representative bureaucracy and administrative responsibility : a reassessment. *Midwest Review of Public Administration* (Parkville, Missouri), April 1973, p. 79-89.

The principal problems of the public bureaucracy are those of insuring responsibility. To meet these problems, it is frequently proposed that

the bureaucracy be made *representative*. The assumption underlying this idea is that if all the major values, interests, and points of view in the society are present within the bureaucracy, it will be responsible in the sense of serving the interests and needs of all the people, and not just those of a particular class, section, or group. The purpose of this paper is to review this theory of representative bureaucracy, examine some of its major deficiencies, assess its usefulness for enhancing administrative responsibility, and note other functions served by representativeness in the bureaucracy. Toward the end of the last century three important principles were advanced which reconciled administration with constitutionalism and rationalized its role in the state. They were the separation of policy and administration, efficiency, and political neutrality. But the emergence of the modern service state in which the bureaucracy plays a central role made these principles untenable. Administrators are now deeply involved in formulating policies and though officially neutral are deeply committed to the programs they administer.

According to the proponents of representative bureaucracy, whether and to what extent the official is responsible depends ultimately on the values, attitudes, beliefs, and interests which underlie his administrative behavior. In the theory of representative bureaucracy, a responsible bureaucracy is one which serves the interests and needs of all of the people and groups in a society. The deficiencies of representativeness are analysed. They are so serious as to render it unworkable and unacceptable as a recognized means of meeting the problem of responsibility in the modern bureaucracy. The traditional external controls to enforce responsibility in the modern bureaucracy must be made more effective if democracy is to survive.

Lubeil, Harold. Urban development and employment in Calcutta. *International Labour Review* (ILO, Geneva), July 1973, p. 25-41.

Metropolitan Calcutta records the highest rate of open unemployment among the urban centres in India. As the groups experiencing the highest incidence of unemployment also happen to be particularly active politically, even a partial solution to Calcutta's unemployment problem will certainly contribute to political and social stability of the metropolis. The first aim of this article is to examine the anatomy of urban unemployment in the light of the general hypothesis that urban unemployment in the developing countries is primarily a consequence of the fact that the increase in productive urban employment opportunities falls far short of the rapid increase in the urban labour force, the latter caused principally by massive rural-urban migration. The second aim is to examine the extent to which an urban infrastructure development programme can play a significant role

in creating urban employment. The third aim is to set out some other elements of a package of policies for urban employment creation specific to Calcutta. Any coherent strategy to solve this problem must have two aims: discouraging the flow of immigrants from rural areas and increasing employment opportunities in the metropolis.

**Nanda, Krishan.** Issue consensus and dissensus among Indian legislators. *Asian Survey* (Berkeley, California), Aug. 1973, p. 740-49.

In the United States, consensus or some presumed balance between consensus and conflict over key political issues is identified with the social requisites of democracy. In this paper, the consensus-democracy debate is extended to a new and developing democracy in India. The policy preferences of 119 Lok Sabha members were obtained through personal focussed interviews. High consensus items were: language issue, land reform, more nationalization, nuclear guarantees from the U.S. and U.S.S.R., and foreign aid. Low consensus items were: Student participation in politics, tax for development purposes, states' right to refuse resources for national development plans, minimum guaranteed wage for government employees, a ban on strikes by governmental employees, and foreign private investment. The issues which "unite" the ruling party respondents are not necessarily the issues that mark them off from their "opponents".

**Nanjundappa, D.M.** Panchayat raj and development finance. *Indian Economic Journal* (Bombay), Oct.-Dec. 1973, p. 244-56.

An efficient system of local government is necessary to secure active cooperation of people in the administration of programmes of political, social and economic development. Local bodies enjoy certain technical advantages in the matter of locally manageable small projects included in a development plan. They should have substantial and growing resources which are entirely within their power to exploit and develop. Difficulties in introducing spatial dimension into the process of planning are pointed out. Introduction of panchayat raj came as an institutional innovation for planning from below. In planning, centralisation and decentralisation have their relative merits and demerits and the blending of the two in an optimal manner is the problem. Areas of planning which constitute the panchayat raj sector are analysed. Real planning by the panchayat raj institutions involves a thorough review of the resources available for development expenditures in the light of the resources needed for the operation of the existing services and their maintenance and for financing new services. A relatively high rate of locally financial investment can transform an economically stagnant village into a dynamic one.

**Nayyar, Deepak.** An analysis of the stagnation in India's cotton textile exports during the sixties. *Oxford Bulletin of Economics and Statistics* (Oxford), Feb. 1973, p. 1-19.

Among the less developed countries, India was the first to export cotton textiles on a significant scale. The main trends in exports over the period 1960 to 1970 are presented in a tabular form. The reasons for stagnation in world import demand for cotton textiles over the decade are explained. Over the same period other competing countries like Pakistan, Hong Kong, UAR and Taiwan increased their exports rapidly. The competitiveness of India's cotton textile exports is compared with that in Asian exporting countries. The reasons for India's relatively poor export performance are to be found in domestic factors and policies. Price competitiveness was seriously affected by sharp increases in the cost of raw cotton, rising labour costs, and relatively low capital equipment. The pressure of domestic demand coupled with the relative attractiveness of the home market reduced the exportable surplus. The net effect of rupee devaluation in June 1966 was insignificant. Development of clothing industry which is much more labour intensive than the textile sector would have been the best solution.

**Paukert, Felix.** Income distribution at different levels of development : a survey of evidence. *International Labour Review* (ILO, Geneva). Aug.-Sep. 1973, p. 97-125.

The complex inter-relationship between income distribution, employment and economic growth is the subject of a research programme undertaken within the framework of the ILO World Employment Programme. Different concepts of income distribution are to be covered in the research project. In this paper the problem of how income distribution by size, changes at different levels of economic development is examined. An empirical investigation of the relationship between income distribution by size and economic development can be conducted in two ways. One can trace the changes in income distribution in a country over a long period of time; or one can compare income distribution in a number of countries at different levels of development and try to draw conclusions by cross-country analysis. The work done along both these lines is outlined and reviewed.

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Ex tation of the effect of the level of economic development on size distribution of income indicates that there is a clear long-term trend towards equality. Assuming that countries pass through four stages—undeveloped, underdeveloped, semi-developed and fully developed—we can say that inequality is generally low at the undeveloped stage and that the



dispersion of incomes increases as countries advance to the next stage. Inequality increases during the semi-developed stage and reaches its peak and declines during the fully developed stage.

**Pruger, Robert. The good bureaucrat. Social Work (New York), July 1973, p. 26-32.**

Most social workers carry at least three different roles. They are, in the first place, helpers. Virtually all professional training is directed at producing the competence for this role, which constitutes the basic professional repertoire. Secondly, they have an organizational role. The competence to perform this role is acquired in a variety of ways. Thirdly, they are bureaucrats. This role has been neglected almost totally by the educators, practitioners, and researchers of the organized social service enterprise. Training for this role is almost nonexistent. For the social worker who wants to be a good bureaucrat, a theoretical and empirical basis for understanding organizational life is of obvious value. In most complex organizations things happen slowly. The good bureaucrat must maintain his vitality of action and independence of thought. Social work is almost entirely an organization-based profession. Practitioners, rather than trying to escape the organizational environment that surrounds them, must develop the bureaucratic skills to negotiate that environment. This paper describes and illustrates some of the needed expertise.

**Rosenbloom, David H. Public personnel administration and politics: toward a new public personnel administration. Midwest Review of Public Administration (Parkville, Missouri), April 1973, p. 98-110.**

Public personnel administration, as an academic field, is currently lacking in appeal for the vast majority of political scientists and even for many public policy oriented public administrationists. The purpose of this article is to explicate the reasons for the current status of public personnel administration and to suggest a path which can be followed to develop a new and more useful public personnel administration. If public personnel administration is to progress and develop more towards its full potential, the field must develop a greater degree of self awareness and methodological sophistication and do more to assert an existence independent of governmental practices and practitioners. Public personnel administration must adopt a perspective which is more analytic of political relationship and political behavior.

The areas of political importance which appear to be significantly related to public personnel administrative practices, and which also appear to be fundamental to the development of a more useful public personnel

administration are analysed. The areas are : the concept of representative bureaucracy; the relationship between public personnel administrative practices and the development of agency cultures and patterns of behavior; the relationship between public personnel administrative practices and the general political participation and orientation of civil servants; and the need for a new approach towards labor relations.

**Rosenthal, Alan. Legislative committee systems : an exploratory analysis. Western Political Quarterly (Salt Lake City), June 1973, p. 252-62.**

The most important work of the state legislatures, like that of Congress, is conducted by standing and special committees. The objective of this paper is to compare committee systems among the fifty states and to suggest how and why they vary in terms of their effectiveness from one legislature to another. Various dimensions of the effectiveness of committees as they perform the legislation or policy-making function on behalf of their legislatures are pointed out. The committee systems are "more effective" in fourteen states; "less effective" in twenty states; and "somewhat effective" in sixteen states. Factors indicative of institutional capacity, such as a rational division of labor, an equitable distribution of work, proper procedures, and adequate resources normally promote the effectiveness of committee systems. The centralization of appointment processes, the strength of party or faction, and the influence of the governor are supposed to have negative effects. These propositions are tested and a strong association between dispersions of institutional power and the effectiveness of committee systems is demonstrated.

**Sarker, Subhash Chandra. Ideological-political parameter of district planning. Mainstream (New Delhi), Nov. 17, 1973, p. 27-9.**

District planning develops the relationship between national planning and the people in the districts. Rulers need district plans to make clearer their concern for the people of their constituencies. After political independence in 1947 State consciousness began to emerge in mid-fifties, and it took another seventeen years for the district consciousness to emerge. Only three years ago the process of setting up a State Planning Board has been completed in all states, while a full-fledged district plan is yet to be formulated in any of the nearly four hundred districts of the country. The difficulties in district planning are pointed out and for its success decentralised power with full trust in people is recommended.

**Schiller, Bradley R. Moving from welfare to workfare. Public Policy (Cambridge, Mass.), Winter 1973, p. 125-33.**

Alternative strategies are available to those who direct the war on poverty. For the last three years President Nixon has repeatedly urged a



shift from welfare to a strategy he calls "workfare". Welfare programs strive only to provide income maintenance for families until other economic opportunities emerge. The inherent limitations render them relatively ineffective as long-term solutions to poverty. Expansion of opportunities for financial independence is necessary to reduce the number of people who need assistance. Job vacancies do not exist for those on welfare. No kind of welfare reform is an effective substitute for job provisions. The jobs created must be stable and provide an above-poverty level of income. Paychecks are far less inflationary than welfare checks, as the latter produce no output. Jobs rather than welfare should be offered to those in need. The recipients will benefit in the form of enhanced self-respect and maintenance of skills. The success of workfare depends on the ability of the administration to redefine its plans in accordance with a broader view of both public service needs and the relationship of the poor to the labor market.

**Simon, Herbert A. Applying information technology to organization design. Public Administration Review (Washington), May-June 1973, p. 268-78.**

With the introduction of mechanized information processing equipment, the repetitive unautomated clerical process has become a rather rare form. Organizations in the post-industrial society provide services, many of them intangible, more than they manufacture things. Providing services tends to pose different organizational problems from producing tangible goods. In the post-industrial world organizational decision making shows every sign of becoming a great deal more complex than the decision making of the past. The central problem is how to process information. In our present world, decision making is shared between the human and mechanized components of man-machine system, called computers.

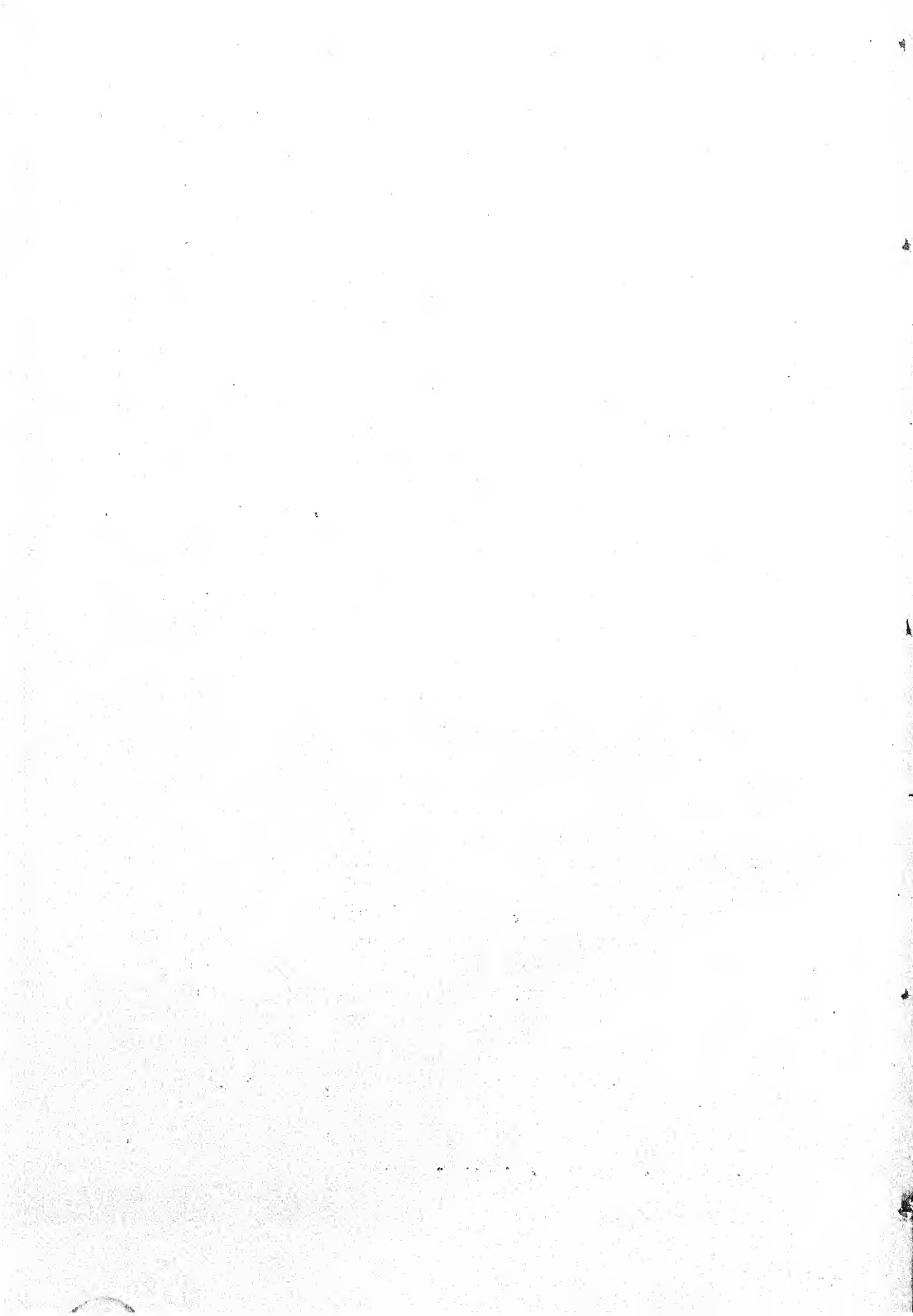
The inherent capacity limits of information-processing systems impose two requirements on organizational design: that the totality of decision problems be factored in such a way as to minimise the interdependence of the components; and that the entire system be so structured as to conserve the scarce resource, attention. To design effective decision-making organizations, we must understand the structure of the decisions to be made and the decision-making tools at our disposal, both human and mechanical—men and computers. Today the major problems of governmental organization are of organizing information storage and processing. Understanding problems is the essential first step in solving them. The new information technology enables us to take that step.

**Tufte, Edward R.** The relationship between seats and votes in two-party systems. *American Political Science Review* (Berkeley, California), June 1973, p. 540-54.

Arrangements for translating votes into legislative seats almost always work to benefit the party winning the largest share of votes. This paper reports tests of the three different models of the relationship between seats and votes against data from 132 elections in six two-party systems. The three models are : a straight line, the "cube-law", and a logit fit. Electoral systems differ greatly in both their rate of translation of votes into seats (the swing ratio) and in their partisan bias. The observed differences in swing ratio and partisan bias are explained. Redistricting should pass at least two tests if an electoral system is to be minimally democratic. The districting should yield an electoral system that is responsive to changes in votes and should be relatively unbiased with respect to political party. The achievement of an unbiased and responsive electoral system will require action based on the aggregate assessment of districting arrangements.

**Warnke, Dale W. and others.** A methodology for determining public investment criteria. *Socio-Economic Planning Sciences* (New York), Aug. 1973, p. 317-26.

Cost-benefit analysis is widely used by decision makers to determine the usefulness of proposed programs or projects. The purposes of this paper is to examine the theoretical nature of cost-benefit analysis, the methodology of its application, and the policy decisions arising from its application. The objective welfare function formulated in terms of economic efficiency provides the decision maker with a foundation for choosing between alternate investment projects. The problems in selecting a unit of measurement for estimating the costs and benefits are analyzed. As an example "Supplemental Food Program" is described to explain the benefits from a project which can be classified as direct, indirect and intangible. Two crucial problems confronting planners in determining the pattern of public investment are the formulation of investment criteria and the development of a method for evaluating public projects. The social conscience of the planner and his knowledge of the benefits and shortcomings of the analytical framework he uses in determining public investment projects is the key factor to success.



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